

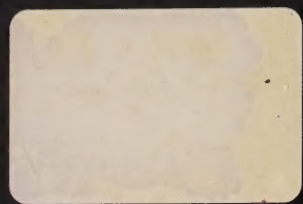
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Report on Ministry Role and Capabilities



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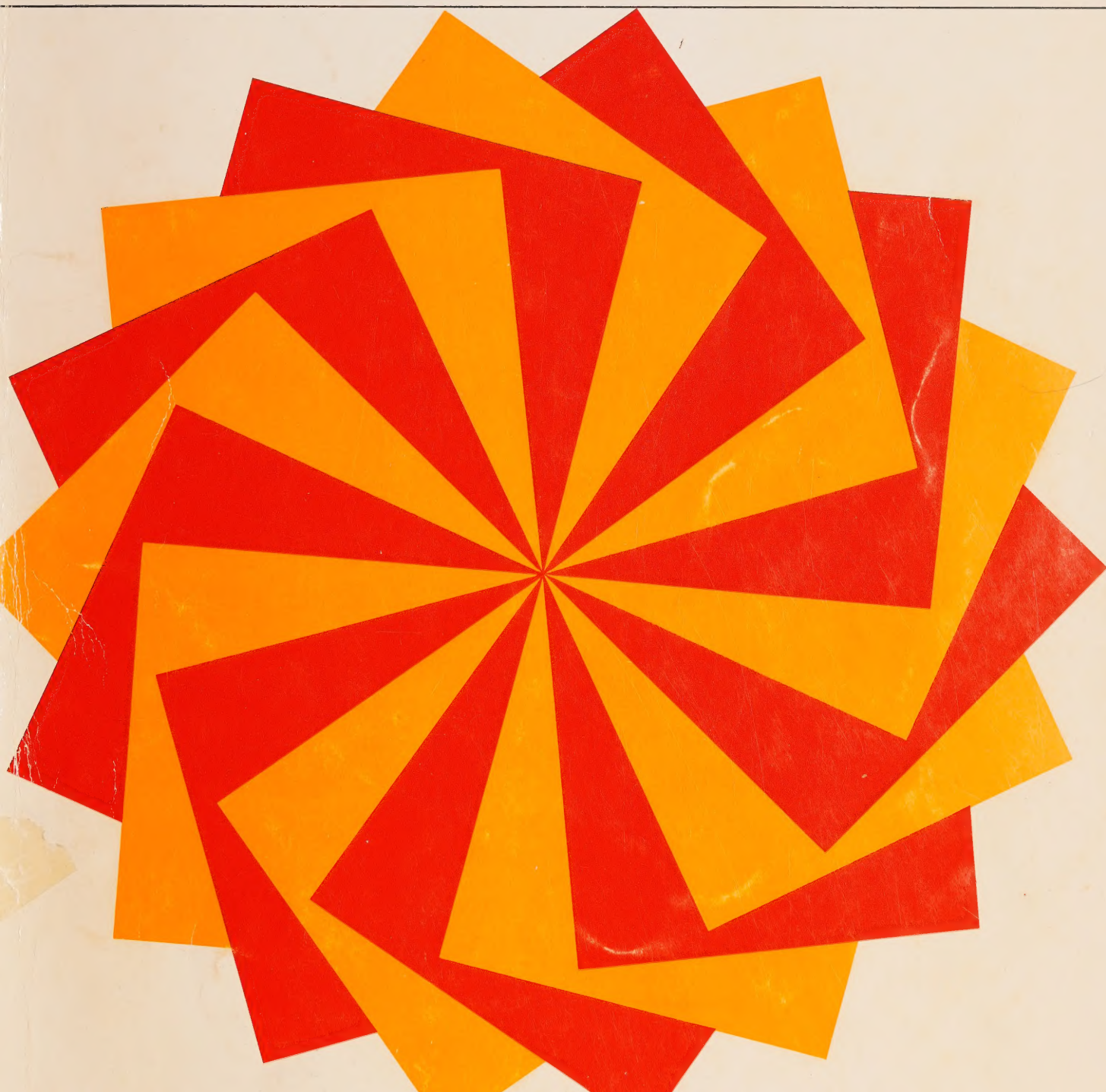


Ontario
Task Force on
Community and Social Services
May, 1973

Report on Ministry Role and Capabilities



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REPORT ON MINISTRY ROLE AND CAPABILITIES

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INTRODUCTION

In our last report we recommended a goal and set of objectives for the Ministry of Community and Social Services as the ends towards which all activity of the Ministry should be directed. The present report identifies those actions that government can take to help attain the goal, what role the Ministry should play in those actions and what capabilities the Ministry will require to play its role effectively.

The Ministry goal describes the state of affairs that we want to achieve. The objectives describe the conditions that must exist if the goal is to be realized. If we can attain the objectives, the goal will be reached. The first question to which we direct ourselves in this report is, "What can government do to ensure or facilitate the attainment of the objectives?" In phrasing and answering this question we recognize that there are many, some vitally important, factors that are outside the competence of government to control or provide. Even in such areas, however, government often has a responsibility and power to influence society. People always have argued and probably always will argue about the appropriate degree of governmental involvement in human affairs, which is to say no more than that there is not unanimous agreement on social and political philosophy. Accordingly, the actions we suggest government might take reflect our own philosophy and are open to challenge on that ground.

For each objective, we identify a number of actions government might take. We call these actions "responses" since that term seems to be broad enough to cover a wide range of types of actions at different levels and avoids the problems that would be raised by using terms such as "programs" or "activities". We make no attempt to bring forward a list of responses of equal importance or similar level. Some are specific, some very broad. All, we trust, are relevant.

A number of responses will be found to be equally appropriate in the pursuit of more than one objective. Support services for employment, for example, are a legitimate way government may help individuals to secure adequate incomes and are also social resources fostering that individual's development. Similarly social planning is a response that applies equally to Objectives II and III. Involvement in the process of social planning may contribute to the attainment of the fourth objective.

The next step is the identification of the part that the Ministry of Community and Social Services should play in regard to each response. The sum of these parts is the Ministry's role.

Recognizing the dangers of oversimplification, we have categorized the degree of responsibility the Ministry may have into five parts. The first category, which we call "interest", describes an active concern that the Ministry has in any policy, program or activity of this government or others that has an influence on the attainment of the goal. Even in areas for which other organizations may have prime authority, the Ministry has a responsibility to develop and make known its position where its own goal is affected. In such circumstances the Ministry's role should be one of advocacy, support, co-operation and influence. For certain areas, the Ministry's "interest" will be accompanied by responsibility for much greater involvement.

The second category we use is "policy formulation" to indicate the areas where the Ministry has a direct responsibility for the development of government policy. In some instances the Ministry will have prime or perhaps sole responsibility for policy in an area, in others it will have a shared responsibility with other Ministries or agencies.

The final three categories of responsibility that we identify pertain to the degree of involvement the Ministry

may have in actual programs. The first of these is "program design", which is meant to indicate a prime role in the development of a program within established policy: the identification of target areas; the development of whatever legal authority may be necessary; the setting of standards; and the design or designation of the means of delivery. In many instances where the Ministry has this design responsibility, it will also accept responsibility for the next category, "monitoring and support". This category identifies a function distinct from the design function in that it connotes a continuing involvement in the actual operation of the program. It implies a responsibility for gathering and assessing information about the operation of the program and providing whatever is required by way of advice, direction, and other assistance such as finances. The final category we identify is that of "program delivery", which applies in those instances where the Ministry is, or ought to be, responsible for the provision of a service.

In approaching the assessment of Ministry role in respect of the individual responses, we are substantially influenced by our own underlying assumptions about the overall Ministry role. In simple, general terms, we think the Ministry should put first priority on its role in developing and influencing policy. As a corollary, we think the Ministry should accept responsibility for the direct delivery of services only in those instances where no equally effective means are available elsewhere. The Ministry should operate programs only when no other organization is willing or able to do the job satisfactorily. There is a large number of organizations, both public and private, that comprise what we think of as the community and social service system of Ontario. Many of these are direct agents of the Ministry, others operate with varying degrees of independence. A great responsibility rests on the Ministry for creating a climate in which these many organizations can make their maximum contribution to the goal. If the Ministry is to orchestrate this complex system effectively and to

develop and interpret policies that aid in this regard, it must minimize the amount of energy, resources and attention that it devotes to the direct operation of programs. Accordingly, the Ministry should be constantly on the lookout for new ways of delivering services and different vehicles for implementing its programs.

A further point that has an important influence on our perception of the Ministry's role should be mentioned: the size and diversity of Ontario make it essential to consider different delivery mechanisms for different parts of the province. It is quite likely that a system that is appropriate for Metropolitan Toronto will be less than satisfactory in Timmins. Not only are north-south, urban-rural differences significant, but the attitudes, expectations, traditions and capabilities in superficially similar communities may vary greatly. To the extent that this is true, it is important that the Ministry be astute and flexible enough to devise means of optimizing service through a variety of delivery mechanisms in the same programs, and to provide for different mixes of programs in different circumstances.

It must be recognized that the role of the Ministry is thus dependent on a number of factors and is subject to change over time. As new responses are developed or old ones discarded, the role will change. New techniques of delivery will affect the role when it becomes advantageous for the Ministry to take over or rid itself of responsibility for direct provision of service. In some areas the role will be defined in statute and regulation, in others by policy alone. It will be influenced by the expectations others have of the Ministry and by the imagination and creativity of its own staff. The political and social philosophy and the policies of the Provincial Government will affect the Ministry's role, as well might the policies and programs of, and agreements with, the federal government.

Recognizing these contingencies we suggest in broad terms what the role of the Ministry should be by identifying the type of responsibility it should assume for each of the responses we identify. From there we go on to describe the kinds of capabilities required to carry out its responsibilities. By capabilities, we mean the types of skills needed to do the job.

RESPONSES

We turn now to consider the responses government might develop to meet the challenge of the objectives.

I "ADEQUATE MATERIAL MEANS FOR THE BASIC LEVEL OF PERSONAL WELFARE ARE AVAILABLE TO EACH INDIVIDUAL."

For most people this objective will be realized through arrangements or systems having little to do with the Ministry of Community and Social Services. Employment, personal savings and family or other support are, and can be expected to continue to be, the ways in which the majority will find satisfaction of basic material needs. In regard to governmental responses affecting these factors, the Ministry is not seen to have prime responsibility since those units having economic, taxation, manpower and labour responsibilities will dominate. Because those elements are so important to the attainment of the objective, however, the Ministry has a responsibility to support, encourage, influence, and if necessary hector those units in this regard.

The Ministry must, however, assume a leading role in ensuring that "each individual" has basic means available. Thus, in terms of target population, it would seem that the Ministry's area of primacy encompasses those persons who are without other means of support and are:

- employed but whose net remuneration is insufficient to meet the standards of adequacy for basic needs;
- outside the labour force and incapable of even nearly normal participation because of a severely handicapping disability;
- exempted from the labour force by reason of age or of an occupation, such as care of dependents, which does not attract remuneration from the market place; and

- capable and desirous of employment but unable to secure it because of a lack of either jobs or personal skills.

It may be that there is another group of people who do not wish to work or who consider themselves to be working but whose efforts the market system has not found worthy of remuneration.

The following are the specific responses government may make in regard to the objective.

1. Fostering Conditions for Employment

- i) Develop and implement fiscal, economic and legal policies to ensure availability of employment opportunities.

This response speaks to initiatives in the economic and labour sectors and to such programs as trade and regional development. In this field the Ministry's role is secondary and limited to the category "interest". The Ministry must recognize the importance of this area and it must be prepared to play an active and significant role in the development and assessment of these policies.

- ii) Provide vocational training, retraining and rehabilitation opportunities.

Other areas of government will continue to have prime responsibilities for most facets of training for employment, and in respect of those the Ministry's role is one of strong and active "interest". At present, and conceivably for some time to come, the Ministry plays a much larger role with regard to vocational rehabilitation

for certain categories of the disabled. For this program the Ministry has the full range of responsibilities, stopping just short of direct delivery of the actual training. It may well be that in some circumstances the Ministry will want to operate the training courses. It may also be that other segments of the population, not currently served by any program, may be serviced by the Ministry in the future. In all such considerations, however, the Ministry should prefer to assume as small a role as possible in the actual delivery of the service.

iii) Provide linkage to employment opportunities.

Employment services are not primarily a responsibility of the Ministry although it is in a position to speak with authority and genuine concern about their effectiveness. On the other hand, many of the organizations chosen by the Ministry to deliver its programs are performing such a service for their (and hence the Ministry's) clientele. Indeed, some Ministry officials are engaged in finding employment for clients. Until such time as other services become universally effective, the Ministry will have to continue to play a role in this field, including direct delivery. The implications for policy formulation, program design and monitoring and support should be noted here.

iv) Provide alternatives to traditional employment.

There are a number of indications that the traditional market place can no longer be expected to provide sufficient, suitable, paid employment for all who want to work. Simultaneously, there is a growing recognition that there is a wealth of

socially useful work to be done that is not "economic" in the usual sense. L.I.P. and O.F.Y. are two examples of governmental programs fitting this response. Clearly the Ministry has an important role to play in the development of policy, program design, monitoring and support and even delivery in the current Ontario government structure. In addition, it must maintain an active interest in all such programs brought forward or operated by other Ministries or units.

- v) Provide for special needs and support services for employment.

For some, employment is not possible without one-time assistance such as tools, bonding fees, special transportation facilities (adapting automobile controls for someone disabled) and the like. For others, personal responsibilities may be such that they require nursing or home-maker or day care services if they are to accept employment. In most of these fields the Ministry has a clear responsibility for policy formulation, program design, monitoring and support, and often delivery. For some aspects, however, the Ministry's role should be confined to an interest in the efficiency and availability of such services. Where this is so, the Ministry will also have a linkage role that involves the whole range of responsibilities including direct delivery.

- vi) Provide direct employment.

Like all others, the Ministry hires people to do its work. The above response suggests that there may be occasional or regular need to hire people in addition to regular Ministry staff to provide employment. Certainly the Ministry has a

responsibility to contribute to any such policy, to support other Ministries and the government as a whole in this area, and must be capable of conducting its own employment program when appropriate.

vii) Provide suitable wage structure.

Employment alone cannot guarantee the ability to command adequate material means; the wage structure must ensure sufficient rewards for work. While this is obviously an area where the Ministry's role is secondary and confined to the category "interest", it is of great importance to the Ministry and should command considerable attention.

2. Protect or Foster Personal Savings

A fund of personal savings is a traditional means of ensuring the necessities of life when regular income is interrupted or insufficient. To the extent that such savings prevent or delay people from having to turn to public support, they are an important factor in ensuring adequate material means. In addition, command of personal capital brings to many a sense of worth, fulfilment and dignity. The major factors affecting private savings are, of course, outside the jurisdiction of the Ministry of Community and Social Services. Nevertheless, the Ministry clearly has some interest in this area and hence a responsibility to make that interest known. The whole question of personal assets and their treatment is something that the Ministry must deal with directly in the design of eligibility criteria in its own programs. That, however, is a quite separate issue.

3. Encouragement of Acceptance of Personal Responsibilities

To the degree that it may be appropriate, the Ministry should be interested in fostering those social values that encourage responsible behaviour, particularly in regard to family and financial matters. The acceptance and discharge of responsibility for dependents, debts and other obligations is of major concern. Similarly, responsible attitudes towards self-reliance, financial independence and work are of considerable interest to the Ministry. While such matters are somewhat ephemeral and undoubtedly highly sensitive, the Ministry has a clear responsibility to speak to these issues in the councils of government. While it is unlikely that any specific programs would be initiated with this end in view, programs such as debt and credit counselling, child welfare, legal aid and others have a direct influence. It is to that influence that the Ministry should turn its attention in relation to its own programs and those of others.

4. Direct Provision of Material Means

Where other systems fail, government assumes responsibility for providing the wherewithall for a basic level of personal welfare. Here the Ministry has an extremely important role. We discuss this general response under two headings:

i) Define the basic level of personal welfare.

In our view, the Ministry should assume responsibility for defining the basic level and for ensuring that such a definition is kept current. It may be that the basic level can be defined in terms of some other standard such as average income. If not, the definition will require determination of the essential components and their appropriate mix, having regard to such

factors as age, sex, family composition, special personal characteristics (health, disability, etc.), and geographical location. The influence of changes in costs and of living standards and social values will also have to be taken into account. The Ministry should assume a leadership role in the development and acceptance of this definition of basic level.

- ii) Provide basic requirements in money, kind and/or entitlements.

There is a variety of governmental programs that are designed to, or in effect, provide basic requirements. With regard to those programs operated by other agencies, the Ministry obviously has a clear "interest". With regard to its own programs, the Ministry's role covers the entire spectrum from policy formulation to direct delivery in certain instances. The methods of delivering basic requirements are many, ranging from the issuing of cheques to institutional care. The importance and complexity of this field is such as to ensure that it will be a major focus of Ministry attention for the foreseeable future.

5. Integration of Income-Affecting Systems

Current government responses to the need to provide basic requirements are many, varying and characteristically uncoordinated. The recently instituted federal-provincial review of income security measures holds hope for a future rationalization and integration of the system along with those other systems, such as taxation, that have an effect on income security. Difficult and important as the federal-provincial coordination exercise is, it is only one facet of the problem. Within the Ontario government itself, there is

a wide variety of programs that require balancing and integration. It is of prime concern to the Ministry that this work go forward as speedily and effectively as possible. The Ministry should be prepared to play a leadership role in this regard, with particular interest in the policy formulation and program design aspects of the exercise.

II "SOCIAL RESOURCES FOSTERING INDIVIDUAL AND COLLECTIVE DEVELOPMENT ARE KNOWN AND AVAILABLE TO ALL."

This objective speaks to a very wide range of institutions, facilities and services, many of which are clearly the prime responsibility of other governmental units than the Ministry of Community and Social Services. A number of the resources appropriate to this objective have already been spoken to in the responses discussed under Objective #1.

The process of developing responses to meet this objective may be thought to fall into three broad categories. The first is the identification of needs and opportunities for development. The second is the determination of the kinds of resources that will most effectively fill these needs, and the third is the fostering of the provision, or the actual provision, of the resources. This process is what is commonly called social planning, which is the first response discussed. Following that we mention several categories of resources and attempt to distinguish the appropriate role of the Ministry in regard to them.

1. Social Planning

Social planning is the process of identifying social needs and designing the means of filling them. It is aimed at improving social conditions of people by eliminating

those things that are harmful and promoting those things that are good. It is concerned with the most effective utilization of existing resources and with the development of those additional resources that are required. From this brief description, it is apparent that social planning is a response that is equally appropriate, and indeed essential, to the attainment of Objective III and even Objective I.

For the purposes of this report a distinction may be made between overall, provincial social planning and local social planning. We discuss the broader aspect first.

In one sense the entire work of government may be thought of as social planning and Cabinet as having the ultimate responsibility in this field. To a large and important extent this is true and the Ministry should be continually alive to the implications of this overall government responsibility and role. The Ministry's own role must be understood within that context.

For those aspects of planning that bear specifically on social matters as distinct from say economic or legal matters, the Social Development Policy Field must be thought to be the focus of authority (subject always to direction from Policy and Priorities Board and Cabinet). It is very much a responsibility of the Ministry to play an active and leading role in the Policy Field in all aspects of social planning at the provincial level. There should be no aspect of social planning to which the Ministry is without a contribution, both in terms of process and content. This places a large, but in our view appropriate, responsibility on the shoulders of the Minister and Deputy Minister. They must be aware of developments - both proposals and problems - elsewhere and be prepared to contribute to those that affect the Ministry's goal. They must also have at their disposal the appropriate staff resources to assist them in developing policy stances and to ensure effective Ministry participation

at the working level where interministerial activity is indicated. Knowledge of what is going on and what is going wrong is essential, pointing to a need for an effective information gathering capability and the development of those social indicators that can point to areas where policy and action is required.

At the local level of social planning the Ministry also has a major role. For those services and programs for which it is itself responsible (whether the responsibility extends to direct delivery or not) the Ministry must ensure that effective social planning is done at the local level. Because conditions and resources vary so markedly throughout the province, the actual organization for this function and hence the specific role of Ministry officials will also vary. In some areas it will be necessary for Ministry officials to assume a very positive leadership role. Elsewhere a more supportive stance may be appropriate. Regardless of the specifics, the Ministry must be active in this area, capable of monitoring the process and ready to intervene constructively whenever the need arises.

Developments in other parts of the government, in the federal government and in local governments, will have a direct effect on local social planning. In this regard the Ministry should be prepared to contribute positively and where necessary lead in the development and operation of local and regional planning, coordinating and integrating mechanisms.

2. Provision of alternate care for those with a degree of dependency who cannot thrive in their present environment.

Sometimes the development of an individual, or the prevention or minimization of one's deterioration, requires a changed environment. It is the government's responsibility to ensure that appropriate alternatives are available.

Children whose healthy development is jeopardized should have their own home circumstances improved or be provided with a foster, group or adoptive home. People who are disabled because of age, illness, mental deficiency or physical or social disability and who cannot be cared for appropriately in their own homes must be accommodated where their special needs can be met. Some forms of alternative care are temporary or intermittent, such as day nurseries or temporary shelter for transients or displaced families. Extreme physical and mental conditions require some to be hospitalized or cared for in nursing homes. Correctional institutions are needed to protect society from those of its members who have demonstrated unacceptable anti-social behaviour and to help them to modify that behaviour. Because human needs vary greatly, a wide spectrum of alternative care services must be available to ensure the most appropriate accommodation of those requiring them.

As a rough guideline the Ministry of Community and Social Services has, we think quite properly, assumed responsibility for the provision of care for those who require support in developing socially or who require help in preventing deterioration of social functioning. Thus where an individual's problem is primarily medical, his care is the responsibility of the Ministry of Health. Where custody because of criminal behaviour is the issue, the individual becomes the responsibility of the Ministry of Correctional Services. Certain problems arise at points of contact between the systems and this division of responsibility is apt to be the subject of continuing discussion. In most instances the problems that do arise could be overcome by better inter-ministerial communication, cooperation and coordination. The aim must be to reduce the anomalies and rigidities so that individuals may derive maximum benefit from the available facilities and pass easily from one sector to another when their circumstances change.

The Ministry role in regard to alternative care clearly involves an interest in and input into the design of the care programs of other Ministries. It also involves policy development, program design and monitoring and support of care facilities that foster individual development. Careful emphasis must be placed on the accessibility, adequacy and appropriateness of the facilities. Where need exists, as it currently does for the physically handicapped, initiatives must be taken to remedy the deficiency. Such initiatives are equally important at the local level as at head office. The latter has responsibility to see that appropriate legislation, regulations, policy and support are available. The field has a responsibility to see that what is provided by head office is used appropriately in local circumstances.

3. Provision of support services to those who, without them, could not cope in their present environment.

These support services are distinguished from the alternative care facilities really only in terms of degree and should be thought of as part of a continuum. We mention them separately to highlight the importance of services that help people with difficulties to overcome them in their own homes. For a variety of reasons, we agree with the Ministry's philosophy that it is usually preferable to support people in their own homes than to accommodate them in some institution.

The types of service provided or fostered by the Ministry in this regard include trusteeship, guardianship, counselling, homemaking, nursing, meals-on-wheels, friendly visiting and rehabilitation services. Such services as these clearly contribute to the attainment of the objective and should be given increasing attention by the Ministry in the future. Certain services provided by other ministries, such as parole and probation and certain aspects of the Ontario Housing Corporation program, have much in common with those of the Ministry. These, along with such programs as nursing

services, should be reviewed periodically to ensure that responsibility for them is properly assigned.

Once again the Ministry has a legitimate mandate to contribute to those services of other units that bear on this objective. For those services for which it is itself responsible, the Ministry must develop the policy and design the programs in such a way that the services are in fact available where and when required. The field staff of the Ministry will have an important role in encouraging and supporting the provision of services and perhaps in some instances performing services themselves.

4. Provision of Information

Unless resources are known they will be unhelpful in achieving the objective. Hence it is important that information be readily available, and that at least the location of and means of access to that information be widely known. Certainly the Ministry must be able to design and ensure the effectiveness of the information system or systems for its own services and facilities. It seems to us that information systems should be as broadly useful as possible. Hence the system established should serve as many programs as feasible, including those of other parts of the government and of other organizations.

A great deal of attention is currently being given to information systems and we will be making specific suggestions to the Ministry on this subject subsequently.

5. Provision of Leisure Activities

The perception and use of leisure is crucial to the attainment of the Ministry goal. Opportunities for creative, satisfying use of leisure time must be available, and must provide as wide a spectrum of alternatives as possible.

Because the range of things people like to do is so great, it is unthinkable that any single governmental organization could claim to have a sole or prime responsibility to respond to public needs in this respect. In our view there is a positive merit in having a number of units involved actively in this area since that very diversity will be healthily reflected in the programs provided.

A complete listing of the ways government could respond in the field of leisure activities would be pointless if not impossible. The Ministry of Community and Social Services itself has many programs in this field. These include the obvious recreational and cultural programs and a surprising range of others. The whole field of volunteer work falls into this category, helping to fulfill the Ministry goal in respect of both the provider and the beneficiary of service.

Current activity in the Ontario government indicates a recognized need for clarification of organizational roles in at least some areas of involvement in leisure activities. The Ministry has a vital interest in this process and should play a strong and constructive role in the development of proposals. There is a clear need for coordination of programs among various Ministries and agencies at head office, a process which the Ministry should foster and participate in as fully as it can and without undue concern about "ownership" of particular areas or functions.

In the main the Ministry has adopted a policy of facilitating participation in leisure activities in those areas for which it is responsible. In our view this is a much more appropriate stance than attempting the actual provision of the facilities and services. A careful review should be made of those areas where direct provision is attempted since, in principle, we see that as an inappropriate Ministry role.

III "ADVERSE SOCIAL CONDITIONS AND THEIR EFFECTS ARE REDUCED TO A MINIMUM."

The acceptance of this objective as a necessary condition for the attainment of the goal has a very significant implication for the role of government in society. In our view it implies that government has a responsibility to study, monitor and assess social conditions and make those interventions that it deems appropriate to improve them. Thus it is in direct opposition to the role proposed by advocates of the laissez-faire state. In pointing out this fundamental and obvious implication, we do not suggest that we are in any way breaking new ground, but we do want to indicate clearly which well-beaten path we suggest be followed.

As we mentioned in our preceding report, this objective speaks to such phenomena as discrimination, poverty, senses of isolation or alienation and the other conditions that prevent the full realization of human potential. The first step in approaching the objective obviously will be the identification of those conditions or effects that are to be attacked. Information about such matters will come from a variety of sources - officials, clients, private citizens, politicians, scholars, journalists - through a variety of media - letters, books, memoranda, conversations, speeches, magazines, newspapers, research papers.

Government generally, and the Ministry of Community and Social Services in particular, should be open to all such sources. In addition, the Ministry should assume the responsibility for leadership in knowledge in this field provincially - it should be the main source of governmental information and advice about social conditions. We do not mean to suggest that the Ministry should actually do or direct all relevant research, but that it should be aware of all such work, act as a catalyst to encourage work on specific areas of interest, supplement and coordinate such work when necessary and evaluate the results.

Once a social problem has been identified and documented, the Ministry should play an active role in the development of governmental policy and specific program responses to mitigate it. Depending on the condition at issue, the governmental response may involve changes or innovations to programs of a number of Ministries. In some instances it will undoubtedly be appropriate for the Provincial Secretary for Social Development to assume responsibility for coordinating the overall program of responses; for others the Ministry itself may play this role.

If the foregoing seems to be too vague to give a specific role description, it is because the specific issues may vary so greatly. We want to emphasize, however, the leadership role the Ministry should assume as the "social conscience" of the government. For example, we are deeply concerned that the issues of discrimination have not as yet received the attention they warrant. Certain specific programs have been and are being developed, but the approach has characteristically been fragmented, piecemeal. In our view the Ministry should, on its own initiative, collect and analyse data on all aspects of this issue and develop proposals for appropriate responses in those areas currently neglected. Such responses might include education, information, provision of new services, changes in legislation or other actions, some of which might best be done by the Ministry, some by others.

The foregoing discussion pertains to the province-wide level. A similar role should be played by the Ministry at the local level. As a part of its responsibility for social planning, the Ministry must be prepared to play a leadership role in the identification of social conditions in specific localities, and to respond appropriately. While it would probably be inappropriate to locate sophisticated research capability in a number of field offices, the field staff of the Ministry should be able to call for the support and assistance they require, and all relevant material should

be readily available to them. Additionally, the field staff should play an appropriate role in concerted local efforts to influence social conditions.

IV "PEOPLE HAVE A SENSE OF COMMUNITY, SELF-DETERMINATION, WORTH AND FULFILMENT."

In the report on goal and objectives, we point out that this fourth objective is of a different nature from the others in that it speaks to the subjective perceptions people have of their condition. Unless government wants to undertake an intensive brainwashing program, it must rely on indirect methods of achieving this objective. What it can do is provide its services and facilities in a manner that will contribute to the objective. If government programs provide variety and choice, encourage participation and shared effort, they will be contributive. Some of these aspects of the style of government administration are discussed in the following section.

1. Choice

There are two aspects of choice concerning public services that will have an impact on the attainment of this objective. The first is the matter of whether a person has the option to avail himself of the service or not. To the extent that a service is mandatory (such as education for certain age groups), there will be some lessening of a sense of self-determination. Even where a service is felt to be a condition of gaining some other benefit, this sense will be reduced.

Inevitably there must be some programs that have a mandatory aspect. For example, an effective protection program requires that there be someone with authority to

remove children from their parents' custody in certain circumstances. The attainment of the objective suggests, however, that earlier, preventive services will be more effective than later, remedial ones.

The second aspect of choice has to do with the availability of alternatives. The greater the number of options an individual has to gain service, the greater should be his sense of self-determination and, perhaps, worth. This leads to the conclusion that a variety of similar services is not necessarily bad and that a "disjointed plethora" is disadvantageous primarily because it is disjointed.

In considering the implications of the foregoing for the role of the Ministry, it is difficult to suggest that Community and Social Services should attempt to encourage the proliferation of services on a government-wide basis. Nonetheless, the encouragement of diversity and the minimization of compulsion can be seen to contribute to the attainment of the objective. This should, where possible, be fostered by this Ministry in its own programs and in its influence on those of others.

Choice is a value that should be a part of the mental equipment which is brought to bear on their work by all Ministry staff. A healthy scepticism of any one right way of doing things is needed to avoid single monolithic structures and compulsion. It is with such an approach that the Ministry can make its response.

2. Variety

Closely related to choice is the concept of variety. To illustrate with an analogy taken from the transportation field, choice is provided by having both Air Canada and C.P.A. fly the same route. Variety suggests automobile, bus or train (perhaps even telephone) as other means of facilitating, say,

a business conference, each of which has particular advantages given specific needs.

It is not our intention here to debate whether human similarities are greater or less than their differences; the intent is to emphasize that people vary greatly in many important ways. To the extent possible our society should accommodate those differences, thereby fostering a sense of individual worth. The greater the variety of services that are available, the less will be the felt sense that the participant is being treated as a cipher with a set of characteristics that do not necessarily correspond to his own.

The implications of this for the Ministry are obviously that it should promote a spectrum of services wherever possible. It suggests that rigidities in program design should be minimized, that delivery should be flexible and, if not integrated, at least coordinated, and that eligibility requirements should be more generalized than specific. These principles should be fostered not only within the Ministry and in its direct area of responsibility, but also in the Ministry's contributions to the development and assessment of the work of other Ministries in the government.

3. Encourage Participation

As was mentioned in the Report on Ministry goal and Objectives, the attainment of Objective IV is dependent, at least in part, on the use that is made of the facilities and opportunities afforded by the attainment of the other objectives. Darkened theatres, no matter how lavish, contribute little to anyone's satisfactions. People must take advantage of what is available if our objective is to be attained.

The Ministry's role in regard to this response should be to lend support to proposals of other Ministries that provide opportunities and incentives for popular participation in worthwhile activities. Through its information, community development, granting, and counselling programs the Ministry itself should facilitate and encourage participation on the part of the groups and individuals with whom it comes in contact.

To play this role, the Ministry must know about developments across the government and make suitable analysis and input thereto. It will also require front-line staff to be actively involved in community development in the broad sense and to be encouraging without coercing in their direct dealings with individuals. This latter implies a knowledge of local opportunities on the part of all field staff and an appropriate attitude or style in interpersonal relations.

4. Management Style

As mentioned previously, the manner in which programs are delivered has a direct effect on the attainment of the objective. Much of the preceding speaks to this, but we think it is important enough to emphasize as a separate point. A cautious, legalistic, suspicious style or attitude is bound to be reflected in the end product.

The style and attitude of the Ministry should be exemplary and congruent with the goal. We suggest that the following list describes the sort of management that will be most contributive: fair, ethical, serious, committed, optimistic, innovative, willing to risk, developmental, responsive, flexible, open, sharing leadership, participatory.

CAPABILITIES REQUIRED TO PERFORM ROLE

The preceding section describes the role the Ministry should play in the actions or responses that government might make to attain the goal. This section describes the kinds of skills or capabilities the Ministry will require to fulfill its responsibilities, or to play its role.

For convenience we have broken down the analysis by the degree of involvement the Ministry may have: overall policy interest; policy formulation; program design; support and monitoring of programs; and direct program delivery. For each of these categories we identify a number of the capabilities that the Ministry will require in regard to each response for which the role demands that degree of involvement. These capabilities are presented in list form without discussion, since their significance should have been made apparent in the preceding section.

I Capabilities Required for Ministry to Fill Policy Interest Role

An ability to:

1. Have access to information re policies and programs of other jurisdictions (other Ministries, other governments, private sector, etc.).
2. Gather, analyse and interpret data to recognize and assess trends, and anticipate change.
3. Recognize, develop and utilize appropriate social indicators.
4. Cooperate, both formally and informally, with individuals, groups and organizations who can contribute to policy objectives.

5. Gather, organize and deal with information in such a way that policy alternatives are developed and the implications of the alternatives are made clear.
6. Demonstrate leadership in regard to the issues and concerns that affect the attainment of the Ministry goal.
7. Persuade other jurisdictions to share with the Ministry in the pursuit of Ministry goal and the ability to cooperate with them in working towards the attainment of their goals.

II Capabilities Required for Ministry to Fill Policy Formulation Role

In addition to those overall policy capabilities listed above, the Ministry will require an ability to:

1. Identify, describe and gain recognition in those areas for which the Ministry has primary, or secondary responsibility.
2. Analyse policy proposals as to their financial, systems, organizational and social implications.
3. Present policy proposals in a form that is most useful to decision-makers.
4. Interpret government policy, directives and guidelines that structure policy formulation.
5. Know, attract and utilize those interests and skills that ensure a comprehensive perspective of issues, current and potential.
6. Communicate both clear policy content and the relationship between policy and program.
7. Work with others including an appropriate identification and understanding of roles.

8. Develop policies that are consistent with and contributive to the objectives of the Ministry.
9. Negotiate and gain acceptance of Ministry policies.
10. Formulate and promote alternatives in the face of external constraints.
11. Know and influence current societal values and trends.

III Capabilities Required for Ministry to Fill Program Design Role

An ability to:

1. Develop overall program objectives.
2. Translate policy into legislation, regulations, directives and guidelines as appropriate.
3. Know and use government policy guidelines which apply to program design.
4. Identify target population areas, situations and eligibility factors.
5. Design and incorporate those systems and subsystems that are necessary for good management, i.e. accounting and other information and measurement systems.
6. Identify and establish responsibility centres.
7. Use feedback data to modify programs.
8. Comprehend the role of other organizations in complementary, supportive, or related areas.
9. Incorporate coordinative mechanisms internally and externally.
10. Understand the relationship between consumers and deliverers.
11. Assess the capability of potential delivery agents.

At a more detailed level of program design - designing the actual delivery - the following capabilities are also required.

An ability to:

12. Develop specific program objectives and standards with service deliverers.
13. Assess needs, level of program required, presence and importance of other systems.
14. Gather and use information re demographic variations, special populations, social conditions and their effects.
15. Develop and demonstrate innovative approaches to delivery.
16. Design programs of sufficient flexibility to allow for regional variations.
17. Put theoretical concepts into practice.
18. Modify existing systems as well as creating new systems.
19. Recognize appropriate human resources as deliverers.
20. Enter into partnership arrangements for design and delivery of multi-dimensional services (persuade, negotiate, contract).
21. Define clear operational guidelines, including reporting relationships, specific lines and limits of authority, and responsibility.

IV Capabilities Required for Ministry to Monitor and Support Programs for which it is Responsible

An ability to:

1. Use such techniques as:
 - a) operational audit;

- b) financial audit;
 - c) management information systems;
 - d) program budgetting;
 - e) personnel performance evaluation;
 - f) staff development.
2. Determine necessary resources and obtain necessary funding and approvals.
 3. Cooperate with central agencies of provincial government.
 4. Develop and operate an information network providing staff with constant updating on relevant information and administrative procedures.
 5. Maintain up-to-date information on techniques and resources for support.
 6. Interpret and apply applicable government policy.
 7. Provide technical expertise at the request of program managers.
 8. Respond supportively and quickly to requests of program deliverers.
 9. Respond adaptively to change, crisis, short fall and fiscal constraints.

V Capabilities Required for the Ministry to Deliver Programs Directly

An ability to:

1. Interpret legislation and regulations.
2. Determine human resource requirements and to attract, train, deploy and assess personnel.
3. Apply and enforce standards realistically.
4. Account for expenditures, decisions and actions.

5. Obtain data necessary to:
 - a) determine eligibility;
 - b) verify eligibility;
 - c) calculate and review eligibility;
 - d) satisfy audit requirements.
6. Adopt direct delivery role when agents are not available, or fall short of standards.
7. Deliver service in a manner consistent with local attitudes and conditions.
8. Disseminate information and gather feedback.
9. Carry out program regulations in a humane manner in keeping with the Ministry goal and objectives.
10. Stimulate and participate in social planning.

CONCLUSION

It is not our intention to make any formal, specific recommendation concerning the contents of this report. The analysis is intended to outline what we think the Ministry should be doing in the future and the kinds of attitudes, style and priorities it should adopt. We hope that this report will serve to convey a basic understanding of the way that we approach the Ministry and its responsibilities and that this approach will be found acceptable. We urge that the implications of this report be discussed widely throughout the Ministry and that current practices and programs be assessed in the light of its principles.

NEXT STEP

This report and its predecessor have outlined what the Ministry should be striving for, what kinds of concerns it should address itself to, what degree of involvement it should seek, and what kind of skills it will require. Our next task is to take the capabilities required for each appropriate role for each response and suggest how they can be put together most effectively to accomplish the goal. Thus, suggestions for the overall organizational structure of the Ministry will be the subject of our next report.

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